United Nations A/62/83–E/2007/67

General Assembly
Economic and Social Council

Distr.: General
21 May 2007

Original: English

General Assembly
Sixty-second session
Item 73 of the preliminary list*
Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Economic and Social Council
Substantive session of 2007
Geneva, 2-27 July 2007
Item 5 of the provisional agenda**
Special economic, humanitarian and disaster relief assistance

Strengthening emergency relief, rehabilitation, reconstruction, recovery and prevention in the aftermath of the Indian Ocean tsunami disaster

Report of the Secretary-General***

Summary

Two and a half years after the 2004 Indian Ocean tsunami, progress is apparent across the affected region: affected populations are living in newly constructed homes, children are back in school, and hospitals are being rebuilt and repaired. Yet while progress in physical reconstruction efforts is palpable, many complex challenges remain as the recovery efforts across the region continue. Each affected country faces different challenges, and thus the picture of progress is an uneven one, but common to all countries is the realization that it will take many years for individual households, and the wider economies on which they depend, to recover from the most destructive disaster caused by a natural hazard in recorded history.

* A/62/50.
** E/2007/100.
*** The submission of the report was delayed because of the need for the updating of data (through 18 May 2007) and for additional technical and substantive consultations.

07-35212 (E) 190607

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I. Introduction

1. On 26 December 2004, an earthquake off the western coast of northern Sumatra, measuring 9.0 on the Richter scale, triggered an intensely destructive tsunami, which affected 12 countries, taking 186,983 lives. Hundreds of thousands of people were displaced, and over 3 million persons were affected, including 1.4 million who lost their sources of livelihood. The tsunami had the greatest impact on rural coastal communities, many of which were already poor and vulnerable and had few livelihood options. The hardest-hit and most severely affected countries were India, Indonesia, Maldives, Sri Lanka and Thailand. Malaysia, Myanmar, Seychelles, Somalia and the United Republic of Tanzania were also affected.

2. The present report is prepared as a follow-up to General Assembly resolution 61/32. It provides a brief overview of the progress achieved and the challenges lying ahead in India, Indonesia, Maldives, Sri Lanka and Thailand. It focuses primarily on recovery efforts in key sectors (housing, health, education and livelihoods) and also on coordination in the humanitarian and the recovery phases, models of government humanitarian and recovery institutions, transparency and accountability to donors as well as risk reduction, tsunami early warning, and incorporation of prevention in development planning. It does not purport to cover the field, in terms either of progress achieved, which has been substantial in all five countries, or of the challenges that recovery actors will continue to face.

II. Impact of the tsunami and progress of relief efforts

3. During the course of recovery efforts, recovery partners and local communities made enormous strides towards rehabilitation and reconstruction. Across the five most affected countries, the progress was very evident by the end of 2006, with some 150,000 houses built or repaired, nearly 1,000 schools built or repaired, and approximately 430 health centres constructed. Moreover, the affected countries were fulfilling the promise of building back better in many areas, with safer houses under construction, improved education and health facilities, and important steps forward on disaster risk reduction.

4. Much of this progress has been achieved in the face of serious obstacles, such as logistic hurdles, administrative constraints, lagging capacity, coordination challenges, rising inflation and the resurgence of the conflict in Sri Lanka. In 2007 and beyond, the recovery process will confront its share of these and other challenges, ranging from operational hurdles, with respect, for example, to speeding up progress on permanent home building, to policy issues, such as concerns about ensuring equity in the assistance process.

5. A continuing challenge for leading agencies has been to link the different ongoing recovery processes, such as needs assessments and access to critical information, and capacity-building of local government among others. Instead of supplying critical information, many of the tsunami systems provided unanalysed data on inputs which were not linked back to ongoing needs assessment. Moreover, in the most affected tsunami countries, many implementing agencies' planning systems were and continue to be based on original needs assessments and commitments made in January 2005, despite the fact that needs have changed considerably in many sectors.

India

6. The tsunami affected more than 1,400 miles of India's southern coastline. Across some 1,089 villages, the death toll was 12,405, and close to 2 million people were affected. Nearly 650,000 people had to relocate to safer places after the disaster. The State of Tamil Nadu was the most severely affected, followed by the Andaman and Nicobar Islands (death toll 3,513). Total needs were assessed at $2.1 billion. Across all areas hit, it is estimated that one third of the people affected were from the traditionally underprivileged and socially excluded groups, such as the Dalits and tribal people.

7. Across India's affected areas, 169,753 houses are in need of repair or rehabilitation. To date, 27,845 homes have been rebuilt. The Government of the State of Tamil Nadu announced at the beginning of 2007 that an additional 50,000 houses within 1,000 metres from the coastline or 200 metres within the backwaters, which are vulnerable to disasters, would be rebuilt in a hazard-proof manner.

8. Rehabilitation in the education sector has concentrated on rebuilding the 360 primary and secondary schools that were destroyed or damaged. To enhance education and access to education, quality education packages, which include new curricula, materials for teachers, furniture and supplies, are being introduced in the affected areas. Teachers have been trained so that they can successfully implement the quality education package. In the State of Tamil Nadu, as of April 2007, a total of 138,588 children and 3,472 teachers had benefited from this initiative.

9. Health infrastructure was also significantly affected. In addition to activities undertaken to reconstruct such facilities and provide medical supplies, there are several other initiatives under way that aim to improve the quality of health care and address the health issues emerging in this post-disaster situation. One of the initiatives currently on its way to completion entails the training of health workers throughout the affected States and districts in integrated management of neonatal and childhood illnesses.

10. The traumatic impact of the tsunami on the minds of its victims has called for psychosocial support, whose objective has been to help people "normalize" their lives as early as possible. To this end, a community-based approach has been developed, with people trained as community-level workers living within the community. The community-level workers have provided support in the form of counselling, assisted with social needs and referred individuals for further care to the health system. The 13,000 workers who were trained have assisted a total of 275,000 people.

11. The prevalence of HIV/AIDS in States affected by the tsunami is one of the highest in India. In this context, the United Nations, in partnership with key stakeholders, is implementing projects in tsunami-affected districts. The projects address the immediate needs of those affected, particularly women, girls and boys at risk of being trafficked, as well as trafficking survivors. One thousand village vigilant committees have been strengthened and sensitized through awareness programmes on trafficking and HIV/AIDS. In the "Tsunami out-of-school youth programme", a total of 4,233 peer educators received training on HIV/AIDS. In addition, Tamil Nadu State AIDS Control Society reached 95,000 pregnant women through the preventing mother to child transmission services.

12. Livelihood recovery efforts have focused on re-establishing prior economic activities and developing alternate livelihoods. Beneficiaries are receiving vocational training and small-enterprise support. Wage-employment and self-employment opportunities are being created for over 5,000 youth, women and disadvantaged people.

13. Disaster risk management is an integral part of reconstruction and rehabilitation in the tsunami-affected States in India. Efforts are being made to link systematic and sustainable disaster risk management effort at the district, State and national levels. These have included vulnerability mapping and coastal management planning, construction of cyclone shelters and of cyclone- and flood-proof housing, and strengthening of early warning capacities of Governments and communities. So far, 2,560 members of community early warning teams have received training on how to disseminate early warning messages.

14. Policy support and coordination, a focus area in the United Nations recovery framework, constitute a mechanism for building improved coordination and information-sharing among stakeholders at various levels in all processes of tsunami relief, rehabilitation and recovery. In Tamil Nadu the creation of a State-level coordination and resource centre, along with a network of district-level centres, was key in enhancing partnerships in aid coordination between government and civil society organizations.

15. The tsunami had unprecedented consequences for fragile natural ecosystems along the coasts and in the islands of the region. The United Nations adopted a two-phase approach to examining this issue within the context of rapid coastal development, increasing resource needs and changing legislative mechanisms, while also devising medium- and long-term interventions designed to ensure the long-term security and sustainability of the coastal environment and its services.

16. The United Nations facilitated a midterm review of tsunami recovery in Tamil Nadu, the most affected State in India as noted above. The "stocktaking" exercise analysed progress, issues and lessons in 12 sectors of tsunami recovery, including the cross-sectoral issue of social equity, and resulted in a Government-released report outlining recommendations and accountabilities for the next phase of tsunami recovery, which will focus more on long-term programmes in areas like livelihoods restoration and disaster risk management. Important steps will also be taken in the promotion of environmental sustainability and the strengthening of local governance and rights-based development in affected districts.

Indonesia

17. The combined destruction from the December 2004 earthquake and tsunami, and the subsequent earthquake on Nias Island in March 2005 was immense. More than 130,000 people were killed in the disasters, with as many as 37,000 still listed as missing. The livelihoods of at least 500,000 people were affected.

18. Financing needs to cover the long-term recovery of Aceh and Nias overall are now calculated at $8 billion, which includes $1.2 billion for inflation and $1.9 billion for estimated needs in building back better in Aceh and Nias. To date, a total of $8 billion has been pledged, of which $5.9 billion has already been

committed to specific projects. Expenditures stood at $2.2 billion at the end of 2006, with an average of $100 million per month having been spent in 2006.

19. The United Nations and partners continued their key activities focusing on (a) support to the Rehabilitation and Reconstruction Agency for Aceh and Nias and local governments in strengthening capacity to manage and coordinate recovery activities through coordination mechanisms at various administrative levels, specifically in support of the regionalization of recovery and reconstruction; and (b) coordination support to the United Nations system and recovery community in Aceh and Nias, in particular through the Area Security Management Team, the United Nations Team, the Inter-Agency Standing Committee, and the common service user groups. The United Nations Recovery Framework for Aceh and Nias was finalized in October 2006, and is undergoing further revisions to reflect the priorities of the new government in Aceh.

20. With its need for 120,000 new permanent houses and repairs to an additional 85,000, the housing sector has presented the greatest challenge in Indonesia. The fact that, during the first half of the year 2006, more than 65,000 internally displaced persons were moved out of tents and into 12,000 transitional shelters, significantly improving the living situation for tens of thousands still awaiting permanent homes. By the end of February 2007, 54,306 on-off-budget houses had been completed, representing approximately 50 per cent of the 120,000 target.

21. In social services, such as education and health, water and sanitation, work has focused on both physical reconstruction and improving quality. The disaster severely impacted the education sector, killing 2,500 teachers and destroying or damaging approximately 2,000 schools. To date, 379 temporary facilities were constructed and 623 permanent schools have been rebuilt or rehabilitated, including new water and sanitation facilities for schools. In Aceh, 5,100 teachers have been trained, and in Nias nearly 300 have received training.

22. As regards the health sector, which saw 122 buildings damaged or destroyed, 305 health facilities, including three hospitals and satellite health posts and health centres, have been rebuilt or rehabilitated in Aceh, and an additional 19 in Nias. Figures on reconstruction exceed the number of health facilities affected by the disaster because many health centres that were damaged during the war in Aceh are also slated for rehabilitation. In addition to reconstruction, there is a continuing need for provision of medical supplies and skilled personnel to staff these new facilities, and the Rehabilitation and Reconstruction Agency for Aceh and Nias is providing access to training and education so as to develop capacity and provision of health services.

23. In a sign of progress in reducing potential risk from disaster, over 33 kilometres of coastal protection, such as sea walls, and 24 kilometres of saltwater dykes have thus far been constructed. There are concerns, though, regarding building quality and the reconstruction of some communities too close to the coast. On the other hand, increased community awareness and improved refuge areas will contribute to safer communities.

24. The tsunami had a massive impact on livelihoods. In addition to the fact that the productive sector incurred $1.2 billion in damage, 100,000 small business owners lost their sources of livelihood, 4,717 boats were lost, 20,000 hectares of fish ponds were destroyed, 60,000 farmers were displaced, and close to 70,000

hectares of agricultural land were damaged. Livelihoods restoration is visible, with over two thirds of the male labour force back to work in both rural and urban areas. In addition, 4,420 boats have been distributed, and 6,800 hectares of fish ponds and more than 50,000 hectares of agricultural land have been rehabilitated. Cash assistance was provided to more than 1,700 separated/unaccompanied children and their caregivers in order to boost the economic capacity of the foster families.

25. The peace process in Aceh stands as perhaps the most important example of building back better. In mid-December 2006, Aceh held its first-ever provincial and district-level elections, and peace seems ever-more non-reversible for this province, the scene of long-time conflict.

26. Disaster risk reduction poses another important challenge, as disaster management must become fully integrated into the activities of all reconstruction partners. In the education and health sectors, greater attention will need to be directed in the coming years towards improving quality and strengthening local capacity. Aceh also still faces challenges in terms of short- and long-term livelihood creation and planning.

27. The Government had insisted on broad participatory mechanisms in aid delivery. Research on monitoring and impact assessment was conducted, which proved that the earlier the community-driven approach was adopted, the better the quality of the recovery process and of the sustainability of communities and the higher the level of community satisfaction.

28. Finally, as the Rehabilitation and Reconstruction Agency for Aceh and Nias begins to plan its own handover to local government and exit from Aceh and Nias in 2009, all reconstruction partners will also begin to think about transitions in their programmes. This suggests the need to ensure early focus on transition strategies in 2007 and highlights the importance of maintaining the high-level commitment to reconstruction and building back better that has characterized the effort thus far.

Maldives

29. The tsunami flooded all but 9 of the 199 inhabited islands of Maldives, with 53 islands having suffered severe damage. Fifteen thousand people lost their homes, and one third of the population — approximately 100,000 people — were affected through the loss of homes, livelihoods and infrastructure damage. Aggregate estimated recovery needs of $393.3 million are now covered fully by existing commitments, although there are still shortfalls in certain sectors, with some underfunded and others overfunded, because provision of funds does not always match requested needs. A total of $141 million had been spent by the end of 2006. Following the tsunami, the pillars of economic activity — tourism, fishing and agriculture — had been severely affected. Through tsunami-affected livelihoods restoration assistance, 82 per cent of damaged fishing vessels received aid related to boat repair and fishing gear and cash grants. Support has been provided to the agriculture sector in the form of relief assistance to 6,000 families, and women from 26 islands received cash grants and help in the replacement of tools for income generation.

30. The tsunami's drastic effect on the economy — gross domestic product (GDP) had contracted initially by 5 per cent — is now being mitigated, mainly by increased

revenue from tourism and reconstruction. Following intensive efforts by the Government, the tourism industry is fully recovered. The figures for April 2006 arrivals were the highest ever recorded. The overall number of tourist arrivals in 2006 was very close to pre-tsunami levels. The rebound in tourism and fisheries (the 2005 catch was the highest recorded) contributed to an extraordinary 18 per cent projected GDP growth in 2006. Growth is expected to stabilize at pre-tsunami levels of 7 per cent in 2007. Of the 10,660 people internally displaced, approximately 6,000 are in temporary shelters, with the remainder living with families. Permanent housing reconstruction has progressed. Nearly 6,000 houses were in need of repair and 3,000 in need of rebuilding. Of these, more than 1,100 houses on 83 islands had been repaired by the end of 2006, and repairs were under way on an additional 2,500; 158 houses had been rebuilt with another 1,161 under construction. Land acquisition and allocation, the tendering and selection of partners, and logistics and access to some islands have all presented challenges in respect of permanent housing construction. Nonetheless, the new permanent homes are a key example of the Government's effort to build back better.[1]

31. In the health sector, work has focused on reconstruction and replacement of physical infrastructure and equipment. Construction is under way on three atoll hospitals and one regional hospital; 6 of the 12 planned health centres have been completed and 4 are under way. A total of 30 health posts will be rehabilitated or reconstructed, of which 24 are complete. All health posts and centres are likely to be operational by the end of 2007.

32. By the end of 2006, 20 of the planned 87 permanent schools and 5 of 20 pre-schools had been upgraded or rebuilt. Efforts are also under way to improve the quality of education. Over 400 teachers have been trained in child-centred teaching/learning, and Internet access is planned for 24 teacher resource centres.

33. Damage to the fishing industry was relatively minimal, and recovery targets have been met. Efforts are now concentrating on long-term development, which includes the elaboration of appropriate industry regulations and guidelines, capital investment, technical support for diversification, and training for commercial fisherfolk. In the agriculture sector, over 6,000 farmers have benefited from close to $1.4 million in cash grants.

34. The National Disaster Management Centre, which was transformed into a permanent institution in December 2006, has developed a National Plan on Disaster Management. The Government is undertaking the Safe Islands Programme, which aims to relocate some island populations to seven islands that are considered safer or to create safe zones for isolated communities on distant islands. Policies are focusing on building a post-tsunami strategic environmental framework, and United Nations organizations have been working with the Government to put into practice the principle of building back better.

35. The main achievements of the Aid Coordination Project include (a) the establishment of the Development Assistance Database to track and monitor external resources; (b) an analysis of the aid coordination structures currently in place;

[1] The International Federation of Red Cross and Red Crescent Societies is publishing twice-yearly Federation-wide progress reports including both programmatic and financial data, as well as narrative accounts of the successes and challenges of the ongoing operation. The reports are available from www.ifrc.org/tsunami.

(c) recommendations to the Government's key coordination body, the Aid Management Coordination Committee; (d) establishment of a Maldives Partnership Forum, which has brought together the international and national communities to discuss development issues; (e) input provided to the development of the Seventh National Development Plan and the reviews of the financial needs for the National Recovery and Reconstruction Plan and; (f) expansion of the role of the Development Assistance Database as a tsunami recovery tool to include provision of data on all development assistance (loans and grants).

36. Although the recovery process is on track, several key challenges remain. Increasing the pace of housing construction remains a critical priority for 2007, which will require tackling logistic constraints, the small labour market, and escalating construction costs. Harbour reconstruction is another key challenge, including the need to secure funding to ensure construction on the 50 high-priority harbours requiring rehabilitation. Implementation of the Safe Islands Programme has been making only modest progress thus far, as the Government and communities face the complexities of relocating and consolidating communities on different atolls.

37. Finally, political reform has been a key goal in terms of building back better in Maldives. The Government launched a comprehensive process of governance reform in early 2005, which continues to face serious challenges. It will require a commitment to political compromise and political dialogue on the part of both the Government and the opposition, and will need close monitoring and engagement by friends of Maldives in 2007 and beyond.

Sri Lanka

38. The tsunami devastated over two thirds of Sri Lanka's coast and caused more than 35,000 fatalities. The financial needs of Sri Lanka were estimated at $2.15 billion. A total of $2.99 billion has been committed for reconstruction, of which $1.095 billion had been spent by the end of 2006.

39. Sri Lanka has embraced a different approach to housing reconstruction. The majority of those in need of new homes are receiving cash grants to rebuild their homes, with the remainder having their homes rebuilt by donors, the International Federation of Red Cross and Red Crescent Societies, non-governmental organizations, or others. In all, 114,069 houses need to be rebuilt or repaired. A total of 79,184 units (39,823 partially damaged units and 38,361 fully damaged units) are being rebuilt, which is approximately 59 per cent of the total. Roughly one third of the total housing requirement falls within the so-called buffer zone, which is the area close to the coast where home building is not allowed by the Government for safety reasons. People falling within the buffer zone qualify for the donor-built housing scheme, which gives them both land and a house built by an implementing agency. By the end of 2006, a total of 46,531 houses had been completed under this initiative, and 32,653 were in progress.

40. The tsunami caused some 150,000 people to lose their source of livelihood, half of whom had been in the fisheries sector, 45 per cent in the service sector (for example, trade and tourism) and 5 per cent in the agriculture sector. About 80 per cent of all affected people lost their main source of income and 90 per cent lost productive assets. Livelihood programmes have utilized cash grants, cash for work,

asset replacement, and access to capital through microfinance. In the fisheries sector, most fishermen are back to sea, and the fish catch now stands at 70 per cent of pre-tsunami levels in some areas. All damaged fishing boats have been repaired; 19,741 boats, representing 95 per cent of the total number destroyed, have been replaced, compared with only 21 per cent of the total number of multi-day boats destroyed. In the tourism sector, owners of 90 per cent of tsunami-affected hotels have repaired their property through a loan scheme supported by the Central Bank.

41. In the health sector, the main emphasis has been on reconstructing damaged health facilities. Although 102 health facilities were destroyed or damaged in the disaster, the Government has set a target for the rebuilding or repair of 243 health facilities, including some facilities that, although unaffected by the tsunami, are in need of general upgrading. By December 2006, 55 had been completed. As a direct result of the tsunami, 183 schools were destroyed or damaged, and an additional 444 schools were damaged from their use as welfare centres for internally displaced persons. Of the 183 schools, 18 had been completed, and 105 were under construction as of December 2006. The Government was able to secure funding to repair just over one half of the schools used to house internally displaced persons. Of these, 38 were complete at the end of 2006, with 152 in progress.

42. The Sri Lanka Disaster Management Act, enacted in May 2005, had established the National Council for Disaster Management as the main institution for disaster risk management. Further to the implementation of the Act, the road map for a safer Sri Lanka document, a 10-year blueprint for disaster management activities, was launched in early 2006. Communities have been educated regarding what to do when disasters strike and have taken part in emergency response drills, while community-based hazard maps are being produced and risk assessments are being carried out.

43. The most significant challenge to the recovery process is the ongoing civil conflict. Escalating violence over the past year has caused serious setbacks with respect to the reconstruction effort in the north and east of the country, although reconstruction continues largely apace in the south. The conflict has also impacted the livelihoods of around 2.5 million people and has hampered the economic recovery of tsunami-affected areas in the north and east.

44. Security concerns have created major operational obstacles across a range of sectors, making it difficult, and in some cases impossible, for international aid partners to move supplies, to and carry on work in, the north and east. In particular, restrictions on transportation of certain construction materials such as cement and steel, as well as difficulties in accessing certain tsunami-affected areas have hampered the recovery effort in these areas. In terms of the donor-driven programme, there is a continuing requirement that appropriate land on which to build new houses be identified, and efforts to fulfil the need for accurate and complete beneficiary lists continue to cause delays and, in some instances, have led to inequities in distribution of houses. One hundred and thirty-five communities serving as Community development council were officially registered as legal entities by the Government. This community-based approach is well established and is currently being replicated and adopted in conflict-affected areas, as a building block in the promotion of peace and reconciliation processes.

45. In the health sector, challenges include the need to break ground on large-scale construction projects, build capacity of health-care workers and communities, and

improve coordination mechanisms at the local level. In terms of education, progress and programme monitoring have significantly slowed in the north and east owing to the security situation, and funding gaps remain. While progress has been made in rebuilding large-scale infrastructure such as roads, bridges, railways, ports and harbours, and electricity and water supply, challenges persist, including difficulties in procurement and logistics, increasing costs of construction materials, a lack of sufficiently skilled contractors, and problems of coordination. In addition, restrictions imposed on the movement of civilian, United Nations and NGO vehicles in some parts of the north led to a shortage of drugs in local hospitals and clinics.

46. It will be important to maintain momentum in the area of disaster risk reduction, particularly in terms of ensuring that the projects envisaged over a 10-year period in the road map document are adequately funded and implemented. There is a need to focus on building the capacity for national-level agencies and other managers, to mainstream disaster risk reduction efforts into the work of all relevant ministries and line departments, and to strengthen the mechanisms for coordination among all the actors working in this sector.

47. In the fishing sector, there is continued concern regarding the oversupply of small day boats, which is causing labour shortages and harbour capacity problems, as well as the need for multi-day boats, which typically catch about one third of the total fish supply. The replacement and repair of these vessels have been underfunded thus far. On the tourism front, the fact that tourist arrivals continue to be low has had a greater impact on small-scale operators, who are facing serious financial difficulties. The difficulties faced by the tourism sector have been greatly exacerbated by the upsurge in the conflict, which has led to a significant decrease in tourist numbers from mid-2006. In the north and east especially, there is continued demand for cash grants and cash-for-work programmes.

48. United Nations organizations are assisting with the mainstreaming of risk reduction into local level development planning through the development of a risk profile, that is to say, a hazard map of the country identifying areas vulnerable to threats such as tsunami, landslides, flooding, cyclones and drought, which should be taken into consideration when planning development interventions. National capacities are enhanced in this sector through assistance to the Disaster Management Centre, the establishment of an Emergency Operations Centre and the creation of end-to-end early warning systems in selected vulnerable areas. In terms of assistance to policy development, United Nations organizations have played a pivotal role in supporting the deliberations of the Parliamentary Select Committee on Natural Disasters and the subsequent development and adoption of a Disaster Management Act.

49. A large proportion of the livelihoods and housing projects were conducted through community-based organizations. To build up capacities of these institutions for future development, the Strong Places project assisted over 700 community-based organizations in developing their skills and organizational structures in order that they might play a more equal role in the development process in their areas, a legacy that would last beyond the tsunami recovery process.

Thailand

50. Hundreds of thousands of people were affected by the tsunami in Thailand. Over 8,200 people were killed, 400 fishing villages along the Andaman coast were seriously hit, and tens of thousands of people in the fisheries and tourism sectors lost their means of livelihood. The tsunami also seriously affected the environment, with marine and coastal national parks severely damaged, coral reefs destroyed, and agricultural land affected by saltwater intrusion.

51. A total of 4,806 houses had been destroyed or damaged. Owners of 4,110 of these requested support from the Government, which will rebuild 3,558 houses and provide cash support for repairs for 522 others. As of July 2006, 2,983 houses had been finished, and 575 were under construction.

52. There has also been significant progress in other areas. The Government's intensive weighing programme has contributed to the 5 to 6 per cent reduction in the rate of malnutrition among children in the six tsunami-affected provinces. Five schools were destroyed, with an additional 19 suffering damage; of these, all but one had been replaced or repaired at the two-year mark, with the remaining school under construction. Efforts in the education sector have also aimed to improve the quality of facilities for marginalized groups. Through a new initiative, safe drinking water and toilets are being brought to schools in the poorest ethnic minority and migrant communities of Krabi, Satun and Trang provinces. A total of 48 health facilities were destroyed or damaged and 40 have been repaired or rebuilt. In the fishing industry, 4,480 new fishing boats have been delivered.

53. The Government has also focused on resolving land disputes, which are mainly related to loss of land by communities that did not retain formal ownership of land that they had lived on for many generations. As of November 2006, over 60 of about 100 major land disputes submitted by tsunami-affected communities had been resolved by the Government Subcommittee on Resolving Tsunami-related Land Rights Issues.

54. The Government is working to strengthen disaster preparedness at the local level and to develop a national tsunami early warning system. To date, 425 provincial and local government officers have been trained in basic emergency response, crisis management, and damage/needs assessment. The Community-based Disaster Risk Management and Preparedness programme, which is enhancing capacity in disaster risk reduction and planning and preparedness as well as establishing risk maps, community shelters, community emergency response committees, search and rescue teams, and community and household risk reduction plans, has been initiated in six pilot communities.

55. Many of the challenges that Thailand will face in going forward with tsunami recovery are long-term systemic ones for which the Government has put in place new strategies and policies. Vulnerable groups remain a matter of particular concern, especially sea gypsy fishing communities that were especially hard hit by the tsunami. Accumulated debts combined with rising oil prices (which affect boat operators) will continue to affect their recovery. It will be important to continue efforts to safeguard the land rights of these groups.

56. The continued engagement of local government in the ongoing recovery effort will be critical, as local government institutions are better placed to orchestrate the

type of community participation required to ensure that outcomes are truly anchored in the needs of the affected households.

57. In June 2006, the United Nations Development Programme (UNDP) in conjunction with The Coca-Cola Company and the United Nations Foundation launched the "Working with Communities to Meet Water and Sanitation Needs Sustainably" project, with four villages selected for water resource development implementation. UNDP also assisted in the mobilization of funds from the Global Environment Facility (GEF) and the South-South programme for a coastal forest management project and a community-managed boat repair shop. In addition to carrying out its relief and development efforts, the project also facilitated the resolution of land dispute problems through human rights intervention.

Malaysia, Myanmar, Seychelles, Somalia and the United Republic of Tanzania

58. The tsunami was extraordinary in both the intensity of its devastation and its wide geographical reach, with waves impacting land and people 4,000 miles from the earthquake's epicentre. Apart from the five worst-affected countries, Malaysia, Myanmar, Seychelles, Somalia and the United Republic of Tanzania also experienced varying degrees of destruction.

59. The tsunami was the worst disaster in Malaysia's history, claiming 69 lives and destroying or damaging the houses of 8,000 people, many of whom lived in poor fishing communities. In Myanmar, the official death toll was 61, with 200 villages and 10,000-12,000 people directly or indirectly affected along the southern coast. The tsunami damaged housing and infrastructure in Seychelles, where 2 people were killed and 950 families were displaced. In Somalia, the tsunami struck just as the drought was coming to an end and livelihoods were beginning to recover from flash floods, freezing rain and environmental degradation. A total of 289 people were killed and 44,000 people required emergency humanitarian assistance. In the United Republic of Tanzania, the tsunami claimed 12 lives.

60. In Somalia, construction of schools has resulted in the highest enrolments in the past 15 years. In Malaysia, best practices from HIV/AIDS interventions in tsunami-affected areas, such as harm reduction and prevention of mother-to-child transmission have contributed to the National Strategic Plan on HIV/AIDS. In Myanmar, more than 60,000 families received insecticide treated bed nets to prevent malaria.

III. Status of implementation of recommendations from the 2006 report of the Secretary-General

A. Coordination in the humanitarian and recovery phases

Dedicated field-based recovery management structures

61. Sri Lanka already had a network of field offices in 8 districts (12 at the height of the tsunami recovery process), which proved to be an invaluable mechanism in the immediate aftermath of the tsunami and the reconstruction effort thereafter.

Coordination mechanisms mirroring the composition of the self-assessment tool for natural disaster response preparedness of the country teams, with the inclusion of the International Federation of Red Cross and Red Crescent Societies and NGOs, were established in the conflict-affected districts in the north and east. Devolution of decision-making power to the field offices helped ensure the rapid provision of needs assessments and the rapid development of project proposals for the recovery effort.

62. In Indonesia, through consultation with the Rehabilitation and Reconstruction Agency for Aceh and Nias and local governments, the Office of the United Nations Recovery Coordinator for Aceh and Nias has initiated a pilot district-level coordination mechanism. As the main coordination forum for the joint secretariat, the transitional joint planning and monitoring body at the district level is being rolled out across Aceh and Nias as part of the regionalization strategy of the Agency. The forum offers a structured mechanism through which to ensure a participatory approach in developing, coordinating, executing and monitoring district recovery and development plans with the involvement of representatives of civil society (women, youth, business, associations, former-combatants associations, and traditional leaders), international organizations, local government, the kecamatan development programme, the Agency's regional office, etc. The Governor launched the first pilot recovery forum in Aceh Timur on 14 March 2007. Preparations are under way for similar launches in other districts.

63. At the sub-district level, field offices of the Office of the United Nations Recovery Coordinator for Aceh and Nias continued to roll out and provide support to the kecamatan coordination and implementation mechanism in their areas of responsibilities. The Office is in turn strengthening its support to sub-districts where the recovery processes have been particularly slow and the local government capacity has been weak. The Office's Information and Analysis Section will continue to support the standardization of the collection of data on needs and activities, which would inform priority setting and monitoring at the district level through the aforementioned coordination forum.

64. To enhance coordination and better manage challenges and opportunities across thematic and geographical areas, the Office of the United Nations Recovery Coordinator for Aceh and Nias has led a scoping assessment directed towards providing a virtual knowledge management network of international and local recovery/governance professionals and decision makers. This network, an international United Nations best practice known as "Solution Exchange", will develop six virtual "communities of practice" supported by a coordination and research secretariat to ensure high-quality, timely and targeted prescriptions (solutions) in all phases of recovery and governance planning, programming and implementation.

65. To facilitate the recovery process, in particular in the areas of shelter and community infrastructure, community-driven approaches were restituted to ensure that the skills and investments remained in the communities and strengthened donorship and solidarity. Training local communities and local government officials who would be enabling this process was also essential.

B. Different models of government humanitarian and recovery institutions

1. Continued reform of recovery institutions

66. At the end of March 2007, the Parliament of the Government of Indonesia passed a long-awaited disaster management bill. Under the provisions of the new Law on Disaster Management, Indonesia will establish a National Disaster Management Agency to provide leadership in comprehensive disaster risk reduction, including emergency response, through both routine sectoral programmes and specially earmarked funds in national, provincial and district budgets. The Law is based on the premise that protection from disaster hazards is among the basic rights of the population, and confirms the role of Government as the duty-bearer in ensuring such protection. The provisions also highlight the need for integration of disaster risk reduction into national development programming, and the allocation of sufficient funds for that purpose. Furthermore, when a state of disaster is declared, the Agency will exercise special authority in leading and coordinating the response, including undertaking early recovery, leading to rehabilitation and reconstruction, as also provided for in the new Law. The head of the new Agency will have cabinet rank.

67. As a part of its comprehensive assistance to national disaster risk management efforts, Sri Lanka continues to provide technical support and capacity development to the Disaster Management Centre, the newly created lead agency for all disaster risk reduction efforts in the country, so as to enhance its coordination capabilities and improve its ability to conduct planned activities in this sector.

2. Assessing damages and needs

68. Partners of the Tsunami Recovery Impact Assessment and Monitoring System have made some key recommendations that should be taken into consideration by those proposing reform in needs assessment processes, including the following:

- Coordination between various line ministries and data-collection agencies is vital, as some data, although readily available, are not routinely shared; United Nations and other stakeholders need to support coordination between and within these ministries and agencies.
- For information to be useful, disaggregation of data should be carried out down to the smallest possible denominator, namely, the sub-district or village level, depending on the type of data being collected; and data collection should include non-affected populations in order to monitor inequities that could be created or exacerbated by the disaster response. Such an approach would provide decision makers with a more coherent evidence base so as to help prevent responders from "doing harm" through the application of overly stringent targeting policies and practices.
- It is important that both absolute numbers and percentages be included in the data-collection process in order that the extent of the destruction, and the scope of the losses, as well as the resilience of the community, may be captured.
- The fact that good decision-making and good programming are based on good information requires that data be analysed and transformed into a useful

product for decision makers. To date, the myriad systems set up during the tsunami response have not consistently provided decision makers with good information.

C. Transparency and accountability to donors, including financial tracking and reporting, monitoring and evaluation, and measuring progress

69. The report of the Secretary-General for 2006 (A/61/87-E/2006/77) had noted that several tools had been developed to increase the transparency and accountability of the myriad actors involved in the tsunami response. Important progress was made in 2006 in the development and implementation of several of those tools, notably the Development Assistance Databases, the Tsunami Recovery Impact Assessment and Monitoring System and the Tsunami Evaluation Coalition.

70. The Secretary-General's recommendation that all local and international organizations provide comprehensive information to the Development Assistance Database systems (see A/61/87-E/2006/77, para. 69) has been acted upon. The four national Development Assistance Databases established to track recovery and reconstruction assistance have been updated regularly and provide project-by-project data on over $7 billion in assistance and on more than 2,500 individual projects. Members of the public, Governments, donors and all interested parties have open access to the Databases themselves, and the pre-prepared reports that have also been posted on country websites for Sri Lanka and Thailand provide new standards of accountability and transparency. The Databases have been shared with and drawn upon by the International Organization of Supreme Audit Institutions in its review of tsunami assistance.

71. A major thrust of United Nations technical support for the Development Assistance Database has been towards building the capacity of the Government agencies that manage the databases to maintain and update the systems locally in order to ensure the sustainability of the tool for the longer term. A second component has entailed adapting the systems so as to enable them to respond to broader and longer-term accountability and transparency goals that go beyond those related to the tsunami. Thus, in Sri Lanka, the Development Assistance Database has been adapted so as to track projects addressing the conflict as well as tsunami-related assistance, while in Maldives the system has been evolving towards tracking the overall national budget, including domestic resources used in preparing the public sector investment programme.

72. In order to ensure that the Development Assistance Database supports better decision-making through its planning and monitoring functions, as well as transparency and accountability objectives, island, provincial and district reports have been prepared and disseminated to actors at the local levels. Information from the Development Assistance Database has also fed into the Tsunami Recovery Impact Assessment and Monitoring System, providing financial data and project output and results data to complement the overall indicators of physical and developmental progress. In Indonesia, the Development Assistance Database has been integrated into the Rehabilitation and Reconstruction Agency's Recovery Aceh-Nias (RAN) database as a monitoring and planning tool.

73. The Tsunami Recovery Impact Assessment and Monitoring System is a common analytical framework designed to assist Governments, aid agencies and affected populations in assessing and monitoring the rate and direction of tsunami recovery. It has four main components, namely: (a) outcome and impact indicators collected largely through existing Government surveys; (b) core and country-specific monitoring indicators collected largely through routine information systems; (c) various methods devised to measure perspectives of affected populations; and (d) additional qualitative and other methods that allow for the triangulation that is helpful in analysing and interpreting quantitative findings. It is significant that that the Tsunami Recovery Impact Assessment and Monitoring System framework is beginning to address considerable gaps in the analytical approaches of the United Nations and other actors involved in recovery. Analysis conducted in Sri Lanka, Indonesia and Maldives has demonstrated how existing data can be mapped against current needs assessments and disaggregated to a subdistrict, island or village level so as to reveal significant progress, and occasional over-commitments, as well as large gaps in recovery work.

74. The Tsunami Evaluation Coalition produced five thematic evaluations and two synthesis reports in 2006. Four main findings and over 200 sub-recommendations were noted in the initial synthesis report. Coalition members continue to disseminate findings to various actors and, more importantly, are beginning to benchmark utilization of the recommendations. This work is expected to continue well into 2007 and 2008 with milestone events planned at which agencies, international, bilateral and non-governmental organizations and others will discuss their approach in adopting the Coalition's recommendations, many of which are noted throughout this report.

1. Support for the Development Assistance Database

75. All local and international organizations should support the efforts of the responsible Government authorities to assume full responsibility for the management and sustainability of the Development Assistance Databases, including their continued adaptation for accountability and transparency-related uses in areas extending beyond the tsunami and increased integration with local government structures and civil society actors. Sri Lanka was successful in mobilizing further donor funding locally (from the Government of Norway) for the Development Assistance Database. This will ensure continuity in monitoring financial commitments and disbursements as well as offer the possibility of further expanding the scope of the Database to include its utilization in output tracking at the disaggregated level (for example) and as a local-level planning tool.

2. Support for the Tsunami Recovery Impact Assessment and Monitoring System

76. The Office of the United Nations Recovery Coordinator for Aceh and Nias Information and Analysis Section, working together with the Rehabilitation and Reconstruction Agency and the provincial government, prepared a Tsunami Recovery Indicator Package report, which was presented by the Agency at the Tsunami Recovery Impact Assessment and Monitoring System workshop held in Bangkok from 21 to 23 March 2007. Prior to this, the stakeholders had met in a national workshop organized by the Information and Analysis Section to develop a draft Indonesia action plan for implementation of the benchmarks envisaged by the System.

77. The Government of Sri Lanka requested UNDP to lead the qualitative assessment segment of the Tsunami Recovery Impact Assessment and Monitoring System initiative at a May 2006 workshop held in Bangkok. UNDP has begun work on conducting beneficiary perception surveys (through a semi-structured questionnaire) in five affected districts. UNDP, together with the University of Colombo, is also building on its highly successful Peoples Consultations on Tsunami Recovery project undertaken in 2005 to conduct focus group discussions with beneficiary communities across six affected districts, as part of the Tsunami Recovery Impact Assessment and Monitoring System effort. It is hoped that these two components will provide a comprehensive set of qualitative data on beneficiary perspectives on the recovery process. Additionally, the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO) are supporting key staff of the United Nations Resident Coordinator in respect of the undertaking of district and subdistrict analyses in the health, education and livelihood sectors, further demonstrating the potential power of the Tsunami Recovery Impact Assessment and Monitoring System framework as a planning tool.

78. The Government of Maldives through the Ministry of Planning and National Development has led the implementation of the Tsunami Recovery Impact Assessment and Monitoring System with ongoing support from UNDP, WHO and the International Federation of Red Cross and Red Crescent Societies. In order to continue the progress and build the capacity of the Government in a sustainable manner, the Ministry has developed three extensive proposals for which it is seeking support.

79. In overall terms, significant progress has been made in further developing and piloting the Tsunami Recovery Impact Assessment and Monitoring System framework. Participating countries added risk reduction indicators to the framework in April 2007 and updated other indicators reflecting important changes in the recovery situation in most countries. At least two countries are making efforts to link the System framework with the United Nations Development Assistance Framework to allow for a smoother transition in respect of the monitoring and evaluation systems supported by various stakeholders and, more importantly, to encourage the United Nations Development Assistance Framework process to empower local decision makers by supporting disaggregation of data and analysis to the lowest level possible. A few countries are working with UNICEF, UNDP and others to apply this approach to the Millennium Development Goals.

3. Making information on accountability available to civil society

80. Transparency and accountability have been seen as central to the tsunami recovery programmes and several initiatives were implemented to address these issues. An AID/WATCH initiative was piloted, which empowered the beneficiaries themselves to monitor the implementation of tsunami recovery projects such as the Galle housing scheme.

D. Risk reduction, tsunami early warning, and incorporation of prevention in development planning

81. Since the tsunami, many activities in evaluating and strengthening the tsunami early warning systems have focused principally on establishing the system's

governance structure, its technical implementation, and public awareness and preparedness, along with training, technical advice and related activities.

82. Several targeted training activities involving more than 150 national officials and researchers have taken place in the Indian Ocean countries and are continuing. Much-needed public awareness and educational materials translated into the many different languages of the region have also been produced. A series of milestones have been provided to measure progress in establishing official Tsunami Warning Focal Points, enhancing detection networks and communications, and defining comprehensive national plans for each country participating in the process.

83. Today, the Indian Ocean Tsunami Early Warning System includes seismological and oceanic observation networks, regional analysis and advisory centres, and national tsunami warning centres linked to national risk assessment and preparedness activities. Twenty-five nations (out of a possible 28) have established official Tsunami Warning Focal Points capable of receiving and disseminating tsunami advisories around the clock. The Intergovernmental Coordination Group for the Indian Ocean Tsunami Warning and Mitigation System, coordinated by the Intergovernmental Oceanographic Commission of the United Nations Educational, Scientific and Cultural Organization offers an excellent example of cooperation between Member States, United Nations organizations and donors. It has taken decisions on the underlying technologies to be employed, and the mechanisms for regional governance, funding, cooperation and communications.

84. As of March 2006, of the 28 countries participating in the Indian Ocean warning system, 20 lacked national plans for a tsunami early warning and response system. As of 18 May 2007, 11 Indian Ocean countries had submitted national action plans to overcome this gap in developing national capacity. A consortium of seven International Strategy for Disaster Reduction system partners offers advisory and implementation support to Governments that have fallen behind in developing national capacity.

85. Under the coordination of the secretariat of the International Strategy for Disaster Reduction, a major achievement has been the establishment of partnership and coordination mechanisms across a wide spectrum of partners and donors, providing an example of an integrated apparatus for the support of the implementation of the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters.[2] The future of the Hyogo Framework for Action depends on the availability of funding and the continued commitments of Governments. It is the responsibility of national Governments and funding agencies to come forward. At the national level, countries are working to establish clearer responsibilities so as to ensure that early warning systems are people-centred. However, the critical elements of community preparedness, community education, and outreach programmes are generally not yet in place in most countries. Only a few countries have developed tsunami emergency plans or tested response procedures for tsunami and earthquakes. Moreover, much of the data needed to develop these plans have yet to be collected. Nevertheless, there is a much greater awareness among all policymakers of the importance of these disaster reduction and environmental issues.

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[2] A/CONF.206/6 and Corr.1, chap. I, resolution 2.